2

STANDING COMMITTEE ON LABOUR & WELFARE (1996-97)

ELEVENTH LOK SABHA

MINISTRY OF WELFARE

DEMANDS FOR GRANTS (1996-97)

SECOND REPORT

LOK SABHA SECRETARIAT
NEW DELHI

August, 1996/Bhadra, 1918 (Saka)

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(ELEVENTH LOK SABHA)

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Presented to Lok Sabha on 3 SEP 1996

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LOK SABHA SECRETARIAT
NEW DELHI

August, 1996/Bhadra, 1918 (Saka)

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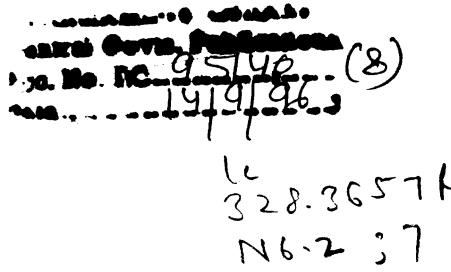

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CORRIGENDA

TO THE 2ND REPORT OF THE STANDING COMMITTEE ON LABOUR AND WELFARE ON DEMANDS FOR GRANTS, MINISTRY OF WELFARE 1996-97.

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COMPOSITION OF THE STANDING COMMITTEE ON LABOUR AND WELFARE.
(1996-97)

Shri Madhukar Sirpotdar — CHAIRMAN

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2. Shri Hansraj Ahir
3. Shri Chandulal Ajmeera
4. Shri Illiyas Azmi
5. Shri Narendra Bhudenia
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32. Shri Debabrata Biswas
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39. Shri Jibon Roy
40. Shri Jagannath Singh
41. Shri Karma Topden
42. Shri Janardan Yadav

SECRETARIAT

1. Dr. Ashok Pandey	—	*Additional Secretary*
2. Shri J.P. Ratnesh	—	*Joint Secretary*
3. Shri Babu Ram Kanathia	—	*Deputy Secretary*
4. Shri R.S. Misra	—	*Under Secretary*

INTRODUCTION

I, the Chairman of the Standing Committee on Labour and Welfare (1996-97) having been authorised by the Committee to submit the Report on their behalf, present this Second Report on Demands for Grants, 1996-97 on Ministry of Welfare

2. The Committee considered the Demands for Grants pertaining to the Ministry of Welfare for the current year *i.e.* 1996-97 which were laid on the Table of the House on 1st August, 1996. Therefore, the Committee took evidence of the representatives of the Ministry of Welfare on 14.8.1996.

3. The Committee wish to express their thanks to the Officers of the Ministry of Welfare for placing before them the detailed written notes on the subject and for furnishing the information the Committee desired in connection with the examination of the subject.

4. The Report was considered and adopted by the Committee at their sitting held on 23.8.1996.

NEW DELHI;
26 August, 1996
4 Bhadra, 1918 (Saka)

MADHUKAR SIRPOTDAR,
Chairman,
Standing Committee on Labour and Welfare.

CHAPTER I

INTRODUCTORY

1.1 The Committee have been informed that the Ministry of Welfare is responsible for looking after the welfare of the disadvantaged and marginalised sections of Society such as Scheduled Castes, Scheduled Tribes, Minorities, Backward Classes, Children in need for care and protection. Aged persons, disabled and victims of drug abuse.

1.2 The basic of objectives of policies, programmes, laws and institutions of the Indian Welfare System is to bring target-groups into the mainstream of development of making them self-reliant. In achieving this objective, Ministry performs the task of implementation in accordance with the provisions of the Constitution which not only deal with the development and welfare of the disadvantaged and marginalised groups mentioned above, but also give a concept of justice to include social and distributive aspects.

1.3 The Committee have further been informed that the number of Scheduled Casts as per 1991 Census is 13.82 Crores *i.e.* 16.48 percent of the total population of 84.63 crores. The Planning Commission estimated in 1987-88 that 52.6% of Tribes living in rural areas were below the poverty line. About 16.56 million persons are estimated to have (i) Visual (ii) Hearing (iii) Speech and (iv) locomotor disabilities which constitutes 1.9% of the total population of the country.

1.4 The Ministry of Welfare has several schemes and programmes for the welfare of aforesaid target groups. While the scheme and programmes for Scheduled Castes and Scheduled Tribes have been in operation since Five Year Plans and in fact, in several cases also prior to that the schemes for the welfare of Minorities and OBCs are of recent origin. Programmes for the welfare of handicapped persons and for social defence are also comparatively new and are yet to stabilise and expand effectively to reach the target groups.

1.5 In order to achieve the objectives stated above, the Ministry of Welfare is divided into the following bureaux :—

(a) Scheduled Caste Development

(b) Scheduled Tribe Development

(c) Handicapped Welfare

(d) Social Defence and Child Welfare

(e) Backward Classes and Minorities (Including Matters relating to Wakf)

1.6 The Ministry gets specialised and technical inputs from National Institutes and 2 Apex Level Institute which work under the control of the Ministry of Welfare.

1.7 In addition to the organisations under the administrative control of the Ministry. Plan and Non-Plan schemes of the Ministry are implemented through the help of the State Governments and Union Territory Administrations. The Ministry also implements a number of Central Sector Schemes with the help of Non-Governmental Organisations and the Institutions of Local Self Government. The details of various welfare schemes/programmes implemented by the Ministry of Welfare are given in APPENDIX.

1.8 The Secretary, Ministry, of Welfare, while evaluating of pertormance of the Ministry *vis-a-vis* expenditure incurred on various scheme during that the first four years of Plan and that the Ministry has incurred expenditure to the tune of 95.46% of the total outlay and by the end of the Five Year Plan they expect to achieve expenditure 1.25 times of original Plan outlay.

1.9 Detailing the shortcomings in the implementation of various & chemes, the Secretary, stated during evidence :—

> "I would like to refer to the federal aspect of financing our programmes. In the total Plan outlay of this Ministry. We find that only 33.61 per cent belongs to the Central Sector and the remaining allocation belongs either to the Centrally Sponsored Schemes or the assistance provided to the States under the various Plan programmes. This indicates the difficulties we face in trying to get proposals from the State Governments and also in providing matching share in respect of these programmes. In fact, in some of the planned schemes, non-utilisation of expenditure was on account of the fact that either the State Governmments were unable to provide the matching share or were unable to utilize the existing share and give fresh proposals. This is the difficulty we face when we implement the scheme through the State Governments. Then, with regard to the schemes implemented through the NGOs, we depend

greatly on the State Governments for both inspection of NGOs as well as recommending the new and old cases for the release of grants. These are some of the problems in trying to utilize the existing allocation."

1.10 Grant-in-aid to the State Governmnets and Union Territory Administrations are provided under Articles 112(3), 113(2) and Article 275 (1) of the Constitution. The Budget Estimates for the year 1995-96 was Rs. 1330.41 crores and the revised Budget was Rs. 1332.37 crores out of which the Ministry has utilised Rs. 1307.51 crores during the Financial Year 1995-96. The Ministry have allocated a sum of Rs. 1341.00 crores for the annual Budget 1996-97. The division-wise allocation of fund is as under :—

(Rs. in crores)

S.No.	Division	Plan	Non-Plan	Total
(a)	Scheduled Caste Development	691.18	8.90	700.00
(b)	Scheduled Tribes Development	443.50	1.07	444.57
(c)	Handicapped Welfare	45.90	19.21	65.31
(d)	Social Defence and Child Welfare	33.20	5.85	39.05
(e)	Backward Classes and Minorities	80.52	4.85	85.37
(f)	Secretariat	00.70	6.92	7.62
	Total	1295.00	46.00	1341.00

1.11 Asked to state whether the Budget Estimates for the year (1996-97) is sufficient for running various schemes, the Ministry of Welfare stated that in several schemes they would not be able to meet even their committed liability.

1.12 Adding further, Secretary, Ministry of Welfare stated during evidence:—

"We pleaded with the Planning Commission for enhanced allocation to our current year Budget. In real terms our current year's Budget would be less than that of the last years"

1.13 Explaining the efforts made by the Ministry of Welfare for the enhancement of Budget allocations, the Secreatary further stated :—

"We had approached the Planning Commission several time at various levels—at Secretary level, at Ministry's level. The Hon'ble Minister has writtten a letter to the Prime Minister. He will be meeting the Deputy Chariman of the Planning Commission in this regard. Our efforts are continuing."

1.14 Asked to state the limitations and constraints being faced by the Ministry in the effective implementation of various schemes/programmes, Secretary, Ministry of Welfare informed the Committee during evidence:—

> "On the staff side, after the review of 1993 of our staff strength, there has been no change in the staff structure although the number of schemes increased considerably. The number of institutions has increased and the allocations have also increased. Becuase of these things we find it very difficult to regularly and efficiently monitor some of our programmes. We particularly find it difficult to monitor the working of the NGOs. We do not have any monitoring and inspection staff. This is a very major constraints."

1.15 The Committee are not at all satisfied with the performance of the Ministry in so far as their overall expenditure is concerned. The reasons put forth by the Ministry for non-utilisation of funds such as provision of matching share by the State Governments, implementation of various schemes through NGOs are not at all satisfying the Committee. In their view, the Ministry lacks coordination and monitoring. The Committee, therefore, strongly recommend that the funds allocated for various plan schemes should be utilised during the financial year. Also the Ministry should improve coordination with State Governments and the matter should be taken up at the highest level in so far as provision of matching share by State Governments for the schemes are concerned. As regards implementation of some of the schemes through NGOs are concerned, the Ministry of Welfare should devise a thorough monitoring mechanism in coordination with the State Governments. Steps taken in this regard should be communicated to the Committee within six months's time.

1.16 The Committee are constrained to note that the Planning Commission has not given due weightage to the request of the Ministry in so far as plan allocations for the year 1996-97 are concerned. In fact the current year's budget has been kept less than that of the last year and as such the Ministry will not be in a position to meet their committed liability in several schemes. The Committee view this situation very seriously. They, therefore, desire that the Ministry should take up the issue with Planning Commission at the highest level for allocation of more funds so that the running schemes should not suffer.

1.17 The Committee are concerned to note that one of the constraints being faced by the Ministry of Welfare in the effective implementation of the

various schemes is the shortage of staff. The Ministry has accepted that after the year 1993 there has been no change in the staff strength whereas the workload of the Ministry has increased manyfold. The Committee are not at all happy with the situation. In their view, the Ministry should approach the Staff Inspection Unit of the Ministry of Finance for creation of additional posts in the Ministry without further loss of time. The Committee may be apprised of the steps taken in this regard within six month's time.

1.18 The Committee note with distress that although a number of schemes of the Ministry of Welfare are being run by Non-Government Organisations, yet the Ministry has not monitoring machinery to check their performances. The Committee view this situations very seriously. In their view the Ministry should have a thorough monitoring over the schemes being run by NGOs. For this, Ministry should invariably formulate Active Committees at District and State levels involving officials of the District Administration such as District Commissioner/ District Collector/Labour Officers/Welfare Officers/Elected Representatives of the area and Voluntary Organisations etc. These Committees should meet periodically and monitor the programmes effectively. Steps taken in this regard should be communicated to the Committee within six months' time.

CHAPTER II

DEMANDS FOR GRANTS—MINISTRY OF WELFARE, 1996-97

Major Heads 3601-3602

A. Special Central Assistance to Special Component Plans States for Scheduled Castes

2.1 The objective behind Special Central Assistance is to provide cent percent grant to the States and UTs as an additive to their Special Component Plans that it would be used to give added thrust to the development programme for Scheduled caste people with reference to their occupational pattern and need for increasing the productivity of and income from their limited assets by taking up family oriented schemes for them Special Central Assistance is not linked to any particular scheme/programme States and UTs have been given sufficient flexibility utilising Special Central Assistance subject to the condition that it should be used in conjunction with SCP on family oriented income—generating activities for SC beneficiaries.

2.2 The outlay for VIII Five Year Plan is Rs. 1125 crores the details regarding Budget provision amount released target fixed under point 11-A of the Twenty Point Programme to assist the SC families during the last two financial years is as under :-

(Rs. in crores)

Year	Budget Provision	Amount Released	Target fixed to assist SC families
1992-93	225.00	248.73	22.00 lakhs
1993-94	247.00	272.12	23.24 lakhs
1994-95	273.85	273.85	26.78 lakhs
1995-96	275.00	275.00	28.00 lakhs
1996-97	275.00	123.01	25.62 lakhs

2.3 In a written note furnished to the Committee, the Ministry of Welfare has stated that they were not satisfied with the overall performance of the States/UTs

in regard to special Component Plan for SCs. It is noted that States are not providing adequate allocation of funds for Special Component Plan. The Ministry has stated that despite clear guidelines of Government of India regarding provision of funds by States/UTs for Special Component Plan at least in proportion to the SC population in their States, most of the States have not allocated requisite funds for SCP so far. The Ministry has further stated that certain States have not utilised the full amount allocated in their SCPs. Also, allocation of SCP in certain sectors from where direct benefit of income genrating activities for SCs are possible were found inadequate in the case of certain States. The Ministry of Welfare have insisted to State Governments to ensure allocation of adequate funds for SCP and to open separate budget heads and check diversion of funds from SCP. The Ministry has stated 17 States/UTs have since opened separate budget head SCP.

2.4 Asked whether the Ministry has initiated action to make it a uniform practice to open a separate budget head for SCP, the Committee has been informed by the Ministry that it was decided in 1982 to open separate budget head for SCP to ensure proper utilisation and to avoid any diversion of funds to other purposes. This was communicated to all States/UTs and central Ministries with the request to initiate appropriate action in this regard. Since then the Government is pursuing the matter with the State Governments/UT Administrations every year during the Annual Plan discussions and through separate letters. The Ministry is pursuing. the matter with the Central Ministries/Departments also. As a result of these efforts 17 States/UTs have opened separate budget head for SCP so far.

2.5 Asked whether the Ministry of Welfare has issued clear cut directives to the State Governments for proper utilisation of funds earmarked for SCP, the Secretary, Ministry of Welfare stated during evidence:—

> "As far as the Central Government is concerned, we provide Special Central Assistance to SCP. We have introduced a system of incentive and disincentive. We have told the States which are not utilising the funds that their entitlements would be reduced to the extend of un-spent balance and this would be distributed to other States which have achieved the full utilisation of funds properly."

2.6 To a query regarding the diversion of funds allocated to SCP under SCA to some other purposes by the State Governments, the Secretary State during evidence:—

> "That officially they have not received any information from any State. But during course of inspection in Rajasthan in October 1994, it was detected that there was a diversion of Rs. 20.00 crores to State

Electricity Board."

2.7 When pointed out that although the Scheme came into being in 1978 yet only 9 out of 30 Ministries have contributed to the Scheme so far, the Secretary stated during evidence :—

> "It is true that a large number of Central Ministries have not allocated any funds for the Special Component Plan. Even those who have formulated SCP are not allocating resources under it in proportion to the SC population. This matter has been taken up year after year at different levels. Welfare Ministers have written letters to the concerned Central Ministries and the former Prime Minister himself has written in this regard. The Planning Commission Secretary has also written letters to Central Ministries emphasizing the importance of this scheme. The Welfare Minister will discuss this matter shortly with the Deputy Chairman of the Planning Commission."

2.8 Asked to explain the steps taken by the Government against the States/ UTs who have failed to utilise the money given to them under the Scheme, the Ministry of Welfare in a written note has stated that only one State namely Bihar has not utilised a substantial amount of SCA granted to it over the years upto 1993-94. About Rs. 7050 crores out of the SCA released to the State from 1989-90 to 1993-94 was not utilised by it for the purpose for which it was sanctioned. This non-utilisation of SCA funds was detected during the year 1994-95 when the State Government approached the Government of India for the revalidation of amount released to it during 1993-94 for utilisation during 1994-95. The Ministry has informed that the State Government has been asked to make the full amount available to the welfare programmes for the target group and that no further funds would be released to it till the full amount of SCA lying in the civil deposits is released and utilised for the purpose for which it was meant. The Government of Bihar has not been granted any amount under SCA to SCP since 1994-95.

2.9 Asked whether the Ministry of Welfare has pursuaded the Government of Bihar to initiate action against the defaulting officers for misutilisation of funds sanctioned for SCP, the Secretary, Ministry of Welfare stated during evidence:—

> "The C&AG is a specialised organisation to see the financial irregularities. They are looking into the matter."

2.10 To a query whether the Ministry of Welfare has any machinery for cross checking the information which they receive from their sources, the Secretary stated:—

"We do not have any machinery to cross check the information or inspect such a large number of programmes. Our work load is increasing but the staff strength has not changed. So, it is virtually impossible for us to cross check so many things in the field. Unless a separate Monitoring and Inspection Cell is created for this purpose, it is impossible for us to cross check the information we receive from States. We can do it in one or two cases but on a large scale it is not possible."

2.11 The Committee regret to note that despite clear guidelines issued by Government of India regarding allocation of funds by State Governments/ UT administrations in proportion to the SC population in their States for Special Component Plan, most of the States have not allocated funds for Special Component Plan, so far. The Committee is not happy with the situation. In their view, the Ministry should take up the issue with the State Governments at the highest level for allocation of funds to SCP without further loss of time.

2.12 The Committee further note that despite clear instructions issued by the Ministry to the States for opening separate budget head only, 17 States/UTs has so far adhered to the instructions even after a gap of 14 years. This clearly indicates lack of coordination by the Ministry with the States. The Committee, therefore, recommend that the matter should be taken up by the Ministry with the remaining States for opening separate budget heads for Special Component Plan without further loss of time. Progress achieved in this regard may be communicated to the Committee within six month's time.

2.13 The Committee note that the Ministry of Welfare has introduced a system of awarding incentives and disincentives wherein the funds of defaulting States are reduced to the extent of unspent balance and the amount is distributed among the other States who achieve the full utilisation of funds. The Committee are not happy with the situation. In their view, instead of awarding disincentives to the defaulting States. The Ministry should monitor the programme thoroughly and stress upon the State Governments to utilise the amount allocated under Special Component Plan fully.

2.14 The Committee are concerned to note that Rs. 70.50 crores of the SCP released to Bihar State during the period 1989-90 to 1993-94 was not utilised by the State for the purpose. The fact was detected during the year 1994-95 when the State Government approached the Government of India for revalidation of amount released to it during the year 1993-94. In view

of the Committee, the irregularity took place due to non-submission of utilisation certificate by the State Government in time. This clearly indicates a lapse on the part of Ministry of Welfare. The Committee, therefore, strongly recommend that the matter should be thoroughly investigated and responsibility be fixed on the officers responsible for such type of irregularities. The Committee also recommend that a separate Inspection Cell should be created in the Ministry of Welfare for having a thorough monitoring over the scheme and for detecting such type of irregularities in time. For this, the Ministry should approach the Staff Inspection Unit of the Ministry of Finance for creation of additional posts. Steps taken in this regard may be communicated to the Committee.

2.15 The Committee are disturbed to note that despite the matter been taken at the Prime Minister's level only 9 out of 30 Ministries have been contributing to the Special Component Plan so far. The Ministry of Welfare has assured the Committee during evidence that Welfare Minister will soon be discussing the issue with Deputy Chairman, Planning Commission. The Committee, therefore, desire that the matter should be pursued vigorously and progress achieved in this regard may be communicated to them.

Major Head 2225

B. Scholarship for Scheduled Castes for Advance Studies Abroad

(Non-Plan Scheme)

2.16 The non-plan scheme of National overseas scholarships for SC and ST etc. candidates provides opportunities to Meritorious candidates to pursue higher studies abroad, especially in the field of Science, Technology and Engineering. The Budget Estimate and expenditure incurred on the scheme during the last three years are as under :—

(Rs. in crores)

Year	BE	RE	Expenditure
1993-94	0.76	2.60	2.60
1994-95	1.48	5.62	5.62
1995-96	2.54	4.90	4.90
1996-97	4.90	—	

2.17 The Ministry has informed the Committee that the reasons for variation in the BE and RE was due to inadequate provisions in the BE for the scheme. In each year arrears were carried forward to succeeding year.

2.18 The Ministry has furnished the following statement showing the details for awards (category-wise) given to the students for higher studies abroad during the last three years:—

Year	SC	ST	Denotified semi Nomodic Tribes	SC converts	Land less Agricultural labourers & Traditional Artisans	Total
1993-94	21	5	1	2	1	30
1994-95	17	4	1	2	1	25
1995-96	Selection have not been made					

2.19 The selection for 1994-95 (special drive for ST) 1995-96 has not been done.

2.20 When asked by what time the selection of candidates 1995-96 would be finalised, the Secretary stated :—

> "The Chairman of the Selection Committee had been selected. But meanwhile he had gone abroad and therefore the Committee could not be constituted. Then, we initiated the move to have another Chairman. Thereafter the selection could not be processed mean while the tenure of the scheme has lapsed."

2.21 Asked by what time the selection of candidates for 1995-96 would be finalised, the Secretary stated during evidence :—

> "That after obtaining approval of CNE it would take three months to process selection of candidates."

2.22 The Committee regret to note that the selection of SC/ST Candidates for award of Scholarship for advance studies abroad for the year 1994-95 and 1995-96 has yet to be finalised. The Ministry has stated that it will take another three months in the process of selection of candidates and that too after getting the approval of the Committee on Non-Plan Expenditure. The reason put forth by the Ministry that is non availability of Chairman of the Selection Committee is not satisfying to the Committee. This clearly indi-

cates that the Government is not really serious to encourage the SC/ST students for higher studies abroad. The Committee therefore recommend that Ministry should take immediate steps in the matter and submit the proposal to the Committee on non-plan expenditure for its early clearance. Progress achieved in this regard may be communicated to the Committee within six months time.

Major Head 3601

C. Book Banks Scheme for SC/ST Students Studying in Medical and Engineering Courses

2.23 The Scheme provides for a set of books for every two students persuing courses in Medical, Engineering, Agriculture, Vaterinary, Polytechnics. The outlay for the 8th Five Year Plan is Rs. 35.00 crores. The allocation and expenditure during the last four financial years is as under :—

(Rs. in crores)

Year	BE	Expenditure	No. of Beneficiaries
1992-93	5.00	0.67	11.582
1993-94	5.66	3.33	32.120
1994-95	3.50	3.50	37.877
1995-96	3.60	2.63	26.967
1996-97	3.60	—	—

2.24 Asked to state the reasons for low utilisation of funds during the year 1995-96, the Ministry of Welfare in a note submitted to the Committee has stated the following reasons :—

(a) Non-receipt of proposals from State Governments of Assam, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim, UP and West Bengal, UT of Andaman and Nicobar Islands, Chandigarh and Lakshadweep.

(b) Non-provison of matching share by Rajasthan.

2.25 Asked whether the Ministry has evaluated the scheme at any time, the Ministry has informed the Committee that in a study of Book Bank Scheme for SC&ST students in Orissa and Andhra Pradesh sponsored by the Ministry of Welfare and conducted by Jigyansu Tribal Research Centre, New Delhi (1994) following important recommendations have been made :—

(a) More sets of books are required in the professional courses as it is not possible for students to share text books.

(b) Permission should be given to the Book Banks to buy essential reference books and professional journals to make available the upto date knowledge of such professions to the economically backward SC/ ST students. This will enable them to compete with the non-SC/ST students.

2.26 The Ministry has further informed the Committee that in view of the evaluation study and the recommendation made in the Conference of State Secretaries of Social Welfare in charge SC/ST development it has been decided to modify the scheme extending its scope to SC/ST students pursuing post graduate courses in Medical, Engineering, Agriculture and Veterinary disciplines and also to include a few more courses i.e. LLM/LLB, Chartered Accountants, MBA and Bio-Sciences.

2.27 The Committee note that the Ministry of Welfare has not utilised the funds earmarked for the year 1995-96 for the Book Banks Scheme fully. The reasons given by the Ministry for less utilisation of funds due to non receipt of proposal from some of the State Governments/UTs and non provision of matching share by some of the States is not satisfying to the Committee. In their view the Ministry lacks coordination with State Governments and their monitoring over the scheme has been poor. The Committee therefore, recommend that the Ministry should take up the issue with the State Governments and ensure that the amount allocated in the budget estimates for the year 1996-97 is utilised fully. The Committee are also of the opinion that the scope of book banks scheme should be enlarged by covering LLM/LLB, CA, MBA courses at the earliest so that more number of students are benefited under the scheme.

Major Head 3601

D. Special Eductional Development Programme for Girls Belonging to Scheduled Castes of very Low Literacy Levels

2.28 It has been stated that Special Educational Development Programme for Girls belonging to Scheduled Castes in low distancts envisages a package of inputs towards Educational Development of Scheduled Caste Girls. The scheme has been approved for implementation from 1996-97 and 21 residential schools are expected to be established in 48 districts of States *viz* Bihar, Madhya Pradesh, Rajasthan and UP where SC female literary is below 2% (1981 census). The

Planning Commission has provided Rs. 20 crores for the entire Eighth Five Year Plan. The allocation of fund during the last four years are as under :—

(Rs. in crores)

Year	BE	RE	Expenditure	Beneficiaries
1992-93	4.00	4.00	NIL	NIL
1993-94	6.00	6.00	NIL	NIL
1994-95	6.00	6.00	NIL	NIL
1995-96	0.60	0.60	NIL	NIL
1996-97	0.60	(21 Residential Schools)		

2.29 The Ministry in a written note furnished to the Committee has stated that outlays were provided under the scheme in the previous year in the expectation of finalisation of parameter and modalities of the scheme in consultations with the Planning Commission. However, these were finally approved in June, 1996. As a result the funds allocated upto 1995-96 could not be utilised. Proposals for taking up the scheme for implementation in 1996-97 have been called from the Zilla Parishads and are awaited.

2.30 Asked why a meagre amount of Rs. 60 lakhs only has been kept for BE under the scheme for the year 1996-97, when the total plan outlay for the scheme for the full plan period stands at Rs. 20 crores, the Ministry has stated that although the alloction for VIII Plan was Rs. 20 crores for this scheme, the approved outlay of only Rs. 60 lakhs took into account the view of the Planning Commission that the proposed scheme be implemented only on a pilot basis in the first instance. Outlay for 1996-97 was approved by the Planning Commission during early 1996 whereas the scheme was approved in June, 1996. The scheme finally approved in June, 1996 envisages implementation in 1996-97 on a pilot basis with continuance/expansion of the scheme to be considered after a review of this pilot phase.

2.31 When asked about the time by which the Ministry expect to make 21 residential schools functional the Secretary, Ministry of Welfare stated during evidence :—

> "After the scheme had been approved, we had written to the State Governments to send their proposals as the scheme is to be implemented through zila parishad. Proposals have been received only from two State Governments but we are pursuing the matter with other State Governments also so that requisite number of proposals are received."

2.32 When pointed out that 2% of SC girls of very low literary level was based on 1981 census and the census of 1991 was not taken into account, the Secretary stated during evidence :—

> "On the basis of the 1981 data, this level was found to be lowest. And on this basis, a separate scheme is being implemented under tribal divison of our Ministry. Therefore, it was thought that a similar scheme should be implemented for the SC division. After 1991 data is available regarding the lowest literacy level. We will take up the matter in the Ninth Five Year Plan. The idea behind the scheme was to introduce it in the most critical areas and 2% was found to be the most critical areas."

2.33 The Committee note with concern that although the scheme relating to Special Educational Development Programme belonging to Scheduled Castes of very low literacy level was included in the beginning of Eighth Five Year Plan yet the Scheme has been approved by the Planning Commission in the fag end of the plan period that is in the year 1996-97. The Committee take a serious note of it. In their view the issue of education among the SC girls is a serious problem and the Ministry should make every effort to have a desired result. They therefore, recommend that the Ministry of Welfare should take up the issue with the Planning Commission and ensure that the scheme is implemented effectively in the Ninth Five Year Plan period.

2.34 The Committee are concerned to note that out of 48 districts of 4 States where SC family literacy level is below 2%, proposals from 2 State Governments have only been received by the Ministry. The Committee are of the view that Ministry should take up the issue with the concerned States for early submission of their proposals.

2.35 Regarding construction of 21 residential schools the Ministry should ensure that the construction work is taken up in the right earnest.

Major Head 3601

E. National Commission for Safai Karamchari

2.36 National Commission for Safai Karamchari was constituted under an Act *w.e.f.* 12th August, 1994 to study and evaluate Central & State schemes for Welfare & Socio-economic development of Safai Karamcharis and recommend to the Central Government specific programmes of action towards elimination of inequalities in status, facilities and opportunities for them under a time-bound Action Plan so that benefits of these schemes reach the targeted persons. It is also

authorised to investigate the specific grievances of Safai Karamcharis and reviewing decisions, guidelines or instructions in various programmes for mitigating the hardship of Safai Karamcharis. The Commission has been entrusted with the responsibility of furnishing periodical report to the Central and State Government on any matter concerning Safai Karamcharis. The Budget estimates during 1995-96 was Rs. 55 lakhs and the Revises Estimates was Rs. 86 lakhs. This year Planning Commission has allocated Rs. 70 lakhs.

2.37 The Committee were further informed that during the financial year 1994-95, the Commission undertook extensive tours to several States/UTs, held meetings with Chief Ministers/Welfare Ministers/Chief Seretaries/District Collectors/Chief Executives of Local Bodies/Head of PSUs etc., discussed socio-economic problems of Safai Karamcharis in the country and suggested measures for their upliftment. The Commission has also inspected Bastis of Safai Karamacharis to obtain first hand information of ground realities prevailing therein.

2.38 The Commission has also taken up action of representations received from Safai Karamcharis and Welfare Organizations working in the country and has been advising the concerned Central and State Ministries/Deapartments and organisations for redressal of their grievances.

2.39 The information obtained by the Commission on these tours was incorporated in the Annual Report of the Commission which was submitted to the Ministry of Welfare on 16.11.1995. Copies of the Report have been circulated to the State Governments for necessary action. Many of the recommendations of the Commission have already been acted upon by the Ministry. These include modification of the National Scheme of Liberalisation and Rehabilitation of Scavengers and their Dependents w.e.f. 1.4.1996. The revised scheme provides for:

(a) Stipend to Trainees on TRYSEM pattern;

(b) Higher average project cost for rehabilitation;

(c) Adoption of a Cluster Approach and provison for Ground Schemes; and

(d) Direct transfer of Central Assistance of State SCDCs.

2.40 The details of representation received from Safai Karamcharis Welfare Association and the action taken by the Ministry for their redressal is given below.

S.No.	Name of the Organisation	Nature of Representations	Action Taken by the Ministry
1.	Akhil Bharatiya Valmiki Samaj Vikas Parishad	1. Economic support Scheme to scavengers	Govenment of NCT of Delhi has been asked to take action
		2. Allotment of house & construction of houses/ plots for scavengers	
2.	Balmiki Prachar Samiti, Delhi	1. Reservation in schools for their children	Government of NCT of Delhi has been asked to take action
		2. 100 yard, plots on concessional rates	
		3. Safai Karamcharis may be treated as or may be given minimum wages upto Rs. 5000/- p.m.	
		4. Loans for rehabilitation of Delhi	
		5. Compensation for scavengers	
3.	All India Safai Mazdoor Congress, Gujarat	Protest against delay in setting up of Distt. Units	A Central Monitoring Committee has been formed to look into grievances at the Distt/ Local level
4.	All India Balmiki Mahasabha, Delhi	Privatising of Scaveging in MCD	Government of NCT of Delhi has been asked to submit its report.
5.	UP Congress Seva Dal, Lucknow	Appointment of Member in NCSK	Action taken as per Recruitment Rules

S.No.	Name of the Organisation	Nature of Representations	Action Taken by the Ministry
6.	Indian Association of Voluntary Social Organizations	Allegations against Shri Ishwar Bhai Patel	Matter was looked into and was found to be in-correct.
7.	All India Scheduled Castes Kalyan Samaj Ghonda, Delhi	Non-implement of National Scheme of Liberation & Rehabilitation of scavengers & their dependents.	Government of NCT of Delhi has been asked to look into matter.

2.41 During evidence the Committee drew the attention of the representative of the Ministry to Para 2.33 of the 12th Report on Demands for Grants for the Ministry of Welfare for the year 1995-96 wherein the Committee had desired that the Ministry should take up the issue with the State Governments for early setting up of District and State level Monitoring Committee and conduct survey regarding the number of scavengers who had not come above the poverty line. The Secretary Stated :—

> "As far as constituting committee for overseeing the programme is concerned, we can take up the matter with the State Governments. As regards the impact of the programme, we have already taken up with the Planning Commission regarding evaluation of two schemes. Regarding number of people below poverty line NSSO survey has been carried out. When their data is available, we would be able to know how many people have come above the poverty line. At present, the data is being processed by the Department of Statistics, Ministry of Planning. Evaluation studies have also been sponsored with regard to the specific programme."

2.42 Asked by what time the NSSO Report is likely to come out, the Ministry has stated that the exact time is not known. As regards the number of persons who were below the poverty line, figures for the years 1983-84 and 1987-88 are available but thereafter the figure is not available.

2.43 As regards the inspection of the functioning of the NGOs the Secretary explained about the practical difficulties being faced by them are as under :

> "As far as the monitoring machinery is concerned, I would simply add that although we are financing about 1,700 NGOs, we do not have a

single officer to inspect the NGOs. So, I personally feel that it would greatly help my the Hon'ble Committee can consider the suggestion for an Inspection and Monitoring Cell which is adequately staffed and which can, at least on a sample basis, check up some programmes being carried out by NGOs."

2.44 The Committee note although the Ministry of Welfare are financing NGOs for running the welfare schemes for Safai Karamcharis, yet they do not have a single officer in the Ministry to inspect their work. The Committee view the situation very seriously. They, therefore, recommend that Ministry of Welfare should take immediate steps for setting up of an Inspection Monitoring Cell with adequate staff to check and monitor the programmes being carried out by NGOs without further loss of time.

2.45 The Committee are concerned to note that the Ministry of Welfare is not having the figures of scavengers living below the poverty line as on date. The Ministry has stated that National Sample Survey Organistion has carried out a survey but the report has not been released, so far. In view of the Committee unless the Ministry has an authentic data of scavengers living below the poverty line, they will not be in a position to plan for their welfare. The Committee, therefore, recommend that the Ministry should take up the issue with NSSO for release of survey report at the earliest.

2.46 The Commitee further note that representations received from various organisations relating to welfare of Safai Karamcharis have been simply forwarded to State Governments for their redressal. No follow up action has been taken up by the Ministry in this regard. The Committee are not happy with the situation. They, therefore, recommend that the Ministry should take up the issue with State Governments for immediate redressal of the grievances mentioned by organisations working for the welfare of Safai Karamcharis. Progress achieved in this regard may be communicated to the Committee within six month's time.

2.47 The Committee note with distress that Safai Karamcharis Ayog has not been properly provided with required operational facilities. They, therefore, recommend that Government should take steps to remove the bottlenecks in the functioning of National Commission for Safai Karamcharis immediately.

2.48 The Committee also note that the Naitonal Scheme of Liberation and Rehabilitation of scavengers is facing hardships in so far as banks are concerned. As the banks are not coming forward adequately to extend loan

facility. The Committee, therefore, recommend that the Ministry should take effective action to ensure that the banks provide adequate credit support for implementation of the scheme. Steps taken in this regard should be communicated to the Committee immediately.

Major Head 3601

F. Pre-Matric Scholarships for the Children of those engaged In Unclean occupation

2.49 The objective of this scheme is to provide financial assistance to enable the children of scavengers of dry latrines, tanners, flayers and sweepers who have traditional links with scavenging to pursue pre-matric education. Under the scheme, the Central assistance is provided to the State Governments on 50:50 basis and 100 percent to UT Administration both over and above their respective committed liabilities to be met by them from their own State/UT Budget.

2.50 The Ministry has stated that the Planning Commission has provided Rs. 50 crores against the earlier allocation of Rs. 75 crores during VIII Plan keeping in view the extent of expenditure actually incurred. Although the expenditure during first four years of the 8th Plan though aggregated to Rs. 27.17 crores as against the allocation of Rs. 42.50 crores, the expenditure has been increasing since 1994-95. The level of expenditure was not commensurate with the allocations made due to inadequate identifications and coverage of beneficiaries and also on account of provisions of inadequate matching share by some States.

2.51 Asked whether all the States/UTs have identified the eligible SC/ST children to be covered under the scheme, the Secretary, Ministry of Welfare stated during evidence :

> "That entire number of eligible candidates belonging of these Communities have not been identified in many States. As the State Governments are required to share 50 percent of the expenditure, they may not have taken requisite interest. Primarily because of our continuous persuasion and because of our insistance that this scheme should be implemented in conjunction with the Scavenger Rehabilitation Programme, gradually the States are carrying out the survey of eligible beneficiaries."

2.52 The Ministry have further stated that the overall coverage of beneficiaries under the scheme has significantly improved as number of beneficiaries which were only about a lakh in 1992-93, has gone up to cover 2 lakhs in 1995-96. The

Ministry of Welfare expects similar upward trend in the remaining period of 1996-97. The Ministry have further stated that they may have to approach the Planning Commission at Revised Estimate stage to increase alloctions.

2.53 Asked whether the Ministry really feel constraint of funds for proper implementation of the scheme, and why the Ministry did not make proper estimate of expenditure in the Budget Estimate itself, the Secretary, Ministry of Welfare stated during evidence :

> "Kindly appreciate that Planning Commission had made an allocation during the year 1995-96 taking into account the level of expenditure made in 1994-95. But in 1995-96 we improved the performance and therefore, expenditure exceeded the allocation. Now, because this year's Budget has been pegged down at the last year's level, we are left in a situation where our demand would be higher than the Budget allocation. We would disucss the matter with the Planning Commission and try to get an enhanced allocation. If we do not succeed, we will try, by reappropriation, to meet this committed liability."

2.54 The Commttee regret to note that the Ministry of Welfare does not have an authentic data regarding number of eligible candidates for award of Pre-Matric Scholarships as on date. In view of the Committee unless the Ministry has an authentic data of eligible candidates they will not be in a position to implement the scheme properly. The reason given by the Ministry that the State Governments are not taking interest in furnishing the number of eligible candidates as they have to share 50% of the expenditure for the implementation of the scheme, is very much disturbing to the Committee. The Committee, therefore, strongly recommend that the matter should be taken up with the State Government at the highest level and steps should be devised to have an authentic data of eligible candidates for award of scholarships at the earliest. Also the Committee are of the view that the Ministry should take up with the Planning Commission for allocation of funds under the scheme keeping in view the increase in the number of eligible candidates.

Major Head 3601

G. Special Central Assistance (SCA) to Tribal Sub-Plan (TSP) for Scheduled Tribes

2.55 It has been stated in the performance Budget of the Ministry for the year 1996-97 that among the poverty afflicted sections of the country's population,

tribals are the bottom rung. The Planning Commission estimated in 1987-88 that 52.6% of the tribals living in rural areas are below the poverty line. The commitment towards tribals welfare is built into the Constitution of India which provides for an elaborate framework for socio-economic development of Scheduled Tribes and for preventing their exploitation by other groups of the society.

2.56 The main instrument of achieving the objectives is the Tribal Sub-Plan. Special Central assistance is an important component of flow of funds for Tribal Sub-Plan to be made available to states on the basis of certain criteria. The Special Central Assistance for Tribal Sub Plan was only Rs. 140.00 crores in 1990-91 whereas in 1995-96 it has gone up to Rs. 330.00 crores.

2.57 The Budget provision for Eighth Plan is Rs. 1250.00 crores. The provision made and fund released to the States/UTs are as under :-

Year	Budget Provision	Amount	Target fixed for STs to be assisted under point 11(b) of the 20 Point Programme
1992-93	250.00	249.00	8.95 lakhs
1993-94	295.00	295.00	9.00 lakhs
1994-95	275.00	275.00	10.12 lakhs
1995-96	330.00	330.00	10.83 lakhs
1996-97	330.00		

2.58 The Standing Committee on Labour and Welfare had recommended in Para 2.62 of their 12th Report on Demands for grants that the Ministry should conduct surveys for having an authentic data regarding STs living below the poverty line at the earliest. The Minister in their action taken reply has stated that they do not have the machinery at their disposal to conduct such survey. They had, however, requested the Ministry of Planning to conduct a comprehensive survey for having data of STs living below poverty line.

2.59 Asked whether the survey has since been started by the Ministry of Planning, the Ministry of Welfare in a written note furnished to the Committee has informed that the Ministry of Planning & Programme Implementation, Department of Statistics has informed the Ministry of Welfare on 27.3.96 that tables on SCs and STs below the poverty line could be prepared only after survey results of National Sample Survey Organisation's 49th and 50th rounds are available and that there was no need to take up a fresh survey.

2.60 In reply to a question whether the targets fixed by the Ministry for the STs to cross the poverty line has actually been achieved, the Ministry have stated that no targets are fixed for the STs to cross the poverty line under the Special Central Assistance. However, in consultation with State Governments, targets are fixed for STs to be assisted under Point 11(b) of the 20 Point Programme which is being monitored by the Ministry of Programme Implementation. Targets for 1996-97 have not yet been finalised.

2.61 Asked whether the Ministry of Welfare coordinate the activities under the SCA in consultation with the Ministry of Programme Implementation in certain scheme, the Secretary stated during evidence :—

> "The Ministry of Programme Implementation is concerned with fixation of target under 20 Point Programme. That Ministry always consults us before fixation of targets in respect of point 11(a) and (b). We are in touch with them in this regard."

2.62 Asked to state whether the scheme is being monitored by the Ministry at regular intervals and whether the Ministry has received Reports from the States/UTs to the effect that the funds earmarked under the scheme is being fully utilise, the Ministry of Welfare has informed the Committee that in order to ensure full utilisation of SCA by the States/UTs, a new System of Incentives and Disincentives to States/UTs for utilisation of SCA has been introduced which has come into force from 1994-95. According to this system. If any State Government/ UT Admn. does not utilise the entire SCA to TSP allotted to it during the year as per reports available with the Ministry at the end of the second quarter of the subsequent year, then an amount equivalent to the unspent balance available with the State/UT at the commencement of the subsequent year would be deducted from the amount due to be allocated to that State/UT for the subsequent year. The amount so deducted would be distributed, as per norms, amongst the States/UTs which have utilised in full the amount of SCA released to them, as per the reports available on the cut-off date.

2.63 During evidence the Committee desired to know the effectiveness of the incentive and disincentive scheme, the Secretary stated during evidence :—

> "It has already been pointed out that because of this incentive and disincentive provison, SCA to SCP, was not released to the Bihar Government. Their share of fund was distributed among other States. The States have become more vigilant in the matter. Whenever it comes to our notice that a State has not utilised the SCA, its entitlement gets

reduced in proporation to the unspent balance. We would do that in future also."

2.64 The Committee are disturbed to note that in spite of their recommendation made in the Report on Demands for Grants for the year 1995-96, for having an authentic data of Scheduled Tribes living below the poverty line, the Ministry of Welfare did not take steps in this regard. This clearly shows that the Ministry has taken the recommendations of the Committee very lightly. The Ministry instead of utilising the machinery available with them for the purpose i.e. at the District and block levels, they have passed on their burden to NSSO which is a time consuming machinery, as they are already burdened with other surveys and data compilations. While reiterating their earlier recommendation, the Committee urge upon the Ministry that surveys in regard to Schedules Tribes living below the poverty line should immediately be taken up by utilising the State level, District level and Block level machinery available with them. Steps taken and progress achieved in this regard may be communicated to the Committee within six month's time.

2.65 The Committee, further note that one forth of the total Central budget of the Ministry of Welfare is utilised for the Special Central assistance to Sceheduled Tribes under Tribal Sub-Plan without fixing any target for the Scheudled Tribes to cross the poverty line. In their view, the Ministry of Welfare is simply doing the job of post office by passing the funds to State Governments and UTs. The Committee strongly recommend that before finalising budget proposal, the Ministry should fix targets of Scheduled Tribes to be benefitted in the financial year. Steps taken in this regard may be communicated to the Committee.

2.66 The Committee further note that the Ministry of Welfare has introudced a system of awarding incentives and disincentives in the presumption that the State Governments would become more vigilant in the utilisation of funds earmarked under the scheme. In view of the Committee, if the Ministry of Welfare monitors the scheme properly then there is no need for introduction of such system. The Committee, therefore, recommend that the Ministry should set up a monitoring mechanism in coordination with State Governments to ensure that the funds released under the Tribal Sub-Plan do not remain unutilised.

Major Head 3601

H. Scheme for the Welfare of Street Children

2.67 It has been stated by the Ministry that under the scheme for the welfare of street children, grant-in-aid is given to voluntry organisations to provide integrated community bases, non-institutional service for the care, protection and development of street children. The focus under the scheme is on reduction of exploitation and abuse and withdrawal of children engaged in hazardous work. Priority is given to girls, children without family ties and those amongst them who are victims of abuse and exploitation.

2.68 Under the scheme, each Voluntary Organisation is expected to implement one project for 300 children. 90% of the cost of the project it provided by the Government of India and 10% by the NGOs concerned. Each project is supported by a core staff with professional qualifications and for rehabilitation training and preporation of learning material.

2.69 The Committee have been further informed that in 1993-94 it was decided all cities with population of more than one million and also state capitals may be brought under the Scheme of Welfare of Street Children. The total number of eligible cities thus to 37 was raised. At present the scheme is being implemented in 23 cities out of 37 cities selected for implementation of the Scheme. Proposals from the remaining cities have not yet been received. Efforts are being continued to get proposal from these States Governments. It does not seen possible to indicate a time limit for implementation of the scheme in all 37 citites.

2.70 The total outlay in the Eighth Five Year Plan is Rs. 8.00 crores. The Budget provision and expenditure during the last four years have been :—

(Rs. in crores)

Year	Budget Provision	Expenditure
1992-93	1.40	Nil
1993-94	3.00	1.11
1994-95	5.00	3.00
1995-96	5.00	2.84
1996-97	5.00	—

2.71 The main reasons for under utilisation of funds have been given by the Ministry are as follows :

(i) State Governments were addressed in February 1993 to constitute a City Level Task Force for selection of NGOs in the concerned cities. Therefore, the provision of Rs. 1.40 crores could not be utilised. In 1992-93 as no proposals could be received due to shortage of time.

(ii) Sufficient proposals complete in all respects were not received from the State Governments during 1993-94.

(iii) The proposals for continuation of grant-in-aid were also not complete as the accounts and utilisation certificates etc. were not been received and many proposals were not supported by financial statements.

2.72 In reply to a question regarding conducting of surveys by the Ministry to assess the number of street children in various parts of the country, the Ministry has stated that through no national survey has been conducted to ascertain the number of street children in the country, some studies were sponsored in 1992 jointly by Government and UNICFF in 8 big cities of the country, namely, Hyderabad, Bangalore, Indore, Bombay, Madras, Kanpur, Calcutta and Delhi. According to these studies there were 1.10 lakh street children in Delhi and 0.40 lakh in Madras. Data regarding number of street children in other cities has not been indicated in other studies.

2.73 As regarding the system of inspection/field visists to ensure proper utilisation of funds earmarked, the Committee have been informed that the implementation of the Scheme for Welfare of Street Children has been entrusted to the City Level Task Force Comprising of Secretary. Social Welfare (Chairperson), Police Commissioner, Municipal Commissioner, etc. The representatives of each NGO implementing the scheme are also members of the Task Force.

2.74 Under the Scheme a City Level Task Force are required to meet at least once in three months to review the implementation of the Scheme. However, the Ministry has informed that the City Level Task Force is not meeting regularly for monitoring/review of the projects. Usually meeting is held before the State Governments recommend release of grant-in-aid to the voluntary organistions. The Ministry has further stated that the State Governments had been requested by the Welfare Secretary, *vide* his D.O. letter dated 11.5.1994 to the Chief Secretaries, to take personal interest in the implementation of this scheme.

2.75 During evidence the Committee desired to know about the step taken to improve the State level coordination so as to implement the Scheme for the

Welfare of Street Children purposefully. The Secretary stated :—

> "There is coordination through City Level Task Force. This Task Force consists of the representatives of various agencies which are directly or indirectly involved in the implementation of this programme. This Task Force does not meet regularly and frequently. We have been pressing the State Governments that this Task Force should meet frequently because that the only way by which coordination can effectively be brought about."

2.76 The Committee are concerned to note that only 23 out of 37 major Cities/State Capitals have been brought under the scheme of welfare of street children since its inception in the year 1993-94. Also, no survey has been conducted to ascertain the street children available in the country. The Committee therefore, recommend that the Ministry should take steps to conduct a survey either through an independent agency or by the machinery available with them at State and District levels. The matter should be taken up with the State Governments for coverage of remaining States under the scheme at the earliest.

2.77 The Committee further note that although the work relating to implementation of the scheme has been entursted to City Level Task Force consisting of Secretary, Social Welfare (in Chair). Police Commissioner and reprsentatives of NGO's, yet the Task Force do not meet regularly thereby creating hindrance in the proper implementation of the scheme. The Committee, therefore, strongly recommend that the Ministry should take the issue with the State Governments for effective implementation of the scheme and ensure that the Task Force meet regularly. Steps taken in this regard may be communicated to the Committee within six month's time.

Major Head 2235, 3601, 3602

I. Scheme For Beggary Prevention

2.78 This Scheme provides for vocational training input for the care, treatment and rehabilitation of beggars by establishing Work Centres in the existing Beggar Home. Against the allocation of Rs. 1.00 crores an amount of Rs. 0.55 crores was released to State Governments/UT Admns. during 1994-95. An outlay of Rs. 0.55 crore had been provided for 1995-96 for this scheme against which a sum of Rs. 0.22 crores was released to various States/UTs. The outlay for VIII Five Year Plan is Rs. 6.00 crores and allocation for 1996-97 is Rs. 0.55 crores.

2.79 In Para 2.23 of their 12th Report on the Demands for Grants, 1995-96 the Committee had desired that Ministry of Welfare should have an authentic data of beggars by conducting surveys through an agency such as NSSO after taking into account the 1991 census. The Committee had further recommended that issue relating to implementation of anti-beggary law should be taken up with the State/ UTs so that law is followed in letter and spirit.

2.80 The Ministry of Welfare in their action taken reply stated that the authentic data of beggars as per 1991 census was awaited from the Registrar General of India. Regarding enacting anti-beggary law, the defaulting State/UTs have been advised to enact or adopt anti-beggary law.

2.81 When asked whether the Ministry of Welfare have received the authentic data of beggars from the Registrar General, the Committee were informed that the Ministry of Welfare is yet to receive authentic data of beggars based on 1991 census, from the Registrar General. It has however been recently confirmed that the data is under compilation in the Registrar General's Office.

2.82 As regards the enactment of anti-beggary laws by the State, the Committee were informed that the subject of beggary prevention falls in the State list. Therefore, it is for the respective State Governments to have an enactment to combat the problem of beggary. So far only 16 States and 2 UTs have their own legislations in this regard. The States/UTs which have enacted Anti-Beggary Acts are Andhra Pradesh, Assam, Bihar, Goa, Gujarat, Haryana, Himachal Pradesh, Jammu and Kashmir, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Punjab, Tamil Nadu, West Bengal and Uttar Pradesh and Union Territories of Delhi and Daman & Diu. In a few States such as Punjab, Himachal Pradesh, Manipur and Meghalaya, begging is not perceived to be a major problem.

2.83 The Committee have further been informed that an out of Rs. 6 crores allocated in the VIII Five Year Plan for beggary prevention, the Ministry has spent only Rs. 1.55 crores so far. The Ministry has stated that the low expenditure under the scheme is primarily due to following reasons :—

(i) Non-receipt of adequate number of proposals from States/Union Territories.

(ii) Non-receipt of proposals from Non-Governmental Organisations (NGOs) recognised under the Anti-Beggary Law of the concerned States/UTs.

(iii) Delay/non-recepit of fund utilisation certificates from States/UTs to whom funds have been released.

(iv) In case of a few States Governments such as Punjab, Himachal Pradesh, Manipur and Meghalaya, it has been stated that they do not have problems relating to beggary in their respective States.

(v) As anti-beggary laws have been implemented in only 16 States and 2 UTs, the proposals have been restricted to these States/UTs.

2.84 During the evidence the Committee wanted to know the specific measures taken by the Government to pursuade the State Governments to take up the matter of beggary prevention seriously. The Secretary, Ministry of Welfare stated as under :—

> "There is a thinking in some circles that law is not the approach to tackle the problem of beggary except where children are forced into begging by criminal elements. Some socio-logists are of the view that beggary is a complex problem and that is because poverty and many other fortess. This problem to be tackled through a non-legal approach. They are saying that law is not the answer to this problem."

2.85 Asked as to how for the NGOs recognised under the Anti-beggary law have been successful in prevention of beggary in each States, the Secretary stated:—

> "Under the scheme, the NGOs are entitled to assistance if they are recognised by the State Governments under the Beggary Prevention Act. Unfortunately most of the States have not taken up this task of recongnisation of NGOs. That is why, we have not received proposals from recognised NGOs. We received proposals from three NGOs but we found that they have not been recognised by the concerned State Governments."

2.86 The Committee are concerned to note that although begging is considered to be a social problem in India, yet sincere efforts to eliminate this evil has not been taken up by a number of States. It is evident from the fact that out of Rs. 6 crores allocated to the scheme only Rs. 1.55 crores has been utilised during hte last four years. Also, some of the States have not yet enacted the Anti Beggary Law. The Committee are not at all happy with the situation. They, therefore, desire that Ministry of Welfare should make sincere efforts in coordination with the State Governments to implement the Anti Beggary Law. The Committee are also of the view that Law is not enough to eradicate the evil of beggary and as such role of Non-Governmental Organisations should be encouraged. The Committee are, therefore, desire that the Ministry should devise suitable steps to recognise the NGOs who are interested to work in this field at the State level.

Major Head 2335

J. Aids and Appliances for the Handicapped

2.87 It has been stated that the aids and appliances costing between Rs. 25 and Rs. 3600 are given to the disabled persons whose montly income is upto Rs. 1200 per month and 50% to those having monthly income between Rs. 1201 to Rs. 2500.

2.88 Asked whether Government has given a thought to enhance the income ceiling in view of rise in the income of disabled persons, the Ministry has stated that the Scheme is under the process of revision. the income limit has been suggested to be raised to Rs. 2500/- per month for free supply of aids and appliances under the Scheme and between Rs. 2500/- to Rs. 5000/- per month for supply at 50% of the cost of the aids/appliances.

2.89 During evidence the Committee wanted to knwo when the proposal of increasing the income limit to Rs. 2500/- per month for free supply of aids and appliances was expected to be finalised The Secretary Ministry of Welfare stated that the revised scheme has been circulated. Very soon the expenditure Finance Committee will be requested to fix a date for the meeting. It will take a few months before it is finalised.

2.90 On the matter of detecting deficiencies in the functioning of the NGOs, the Ministry has stated that no evaluation of the scheme has been crried out. Following deficiencies have however been observed :—

(i) Some of the NGOs receiving *grant-in-aid* were not maintaining a separate account for the *grant-in-aid* received under ADIP Scheme.

(ii) In some cases, aids and appliances being distributed were of substandard quality.

(iii) Some of the manufacturing Organisations receiving gratns under ADIP scheme were mixing it up with working capital for manufacturing equipments.

(iv) No action was being taken for the post fitment care leading to a high degree of redundancy in equipment use.

2.91 Asked whether the Minstry of Welfare has initiated regular evaluation of the activities of NGOs receiving *grant-in-aid,* the Secretary stated during evidence :—

"As regards the urban based NGOS, we have taken a decision now to

make DRDAs or any society headed by the Collector also as the implementing agency. This will enable us to distribute aids and appliances in Several Districts in the country. So far it had not happened.

Seocondaly, no multi State/All India evaluation study has been carried out so far.

2.92 When asked about the steps taken where deficiencies in the implementation of ADIP scheme has been brought to the notice of the Ministry, the Secrettary stated :-

"One of the deficiencies in the implementation of the programme was that it is largely done in urban areas while a large part of the rural areas was left untouched. The second deficiency was that a few NGOs were getting huge sums and, therefore, it was very inequitous. We have taken a decision that no NGO will get more than Rs. 6 lakh and in exceptional cases it can go up to Rs. 10 lakhs so that there is equitable distribution of funds across the country and among larger number NGOs to ensure that the benefits of the programme reach all areas of the country. Thirdly, we have also decided that those NGOs which are manufacturing equipment will not be eligible for this benefit. We suspect that they were trying to mix up funds released under our programme with their working capital."

2.93 The Committee note that due to rise in the income ceiling of disabled persons the scheme relating to Aids & Appliances for the handicapped is under the process of revision. The Ministry has informed the Committee that the income limit has been suggested to be raised to Rs. 2,500/- p.m. for free supply of aids & appliances and between Rs. 2,500/- to Rs. 5,000/- p.m. for supply at 50% of the cost of aids/appliances. The Committee further note that the revised scheme has since been circulated and the Ministry will be requesting the Expenditure Finance Committee to fix a date for the meeting very soon. In view of the Committee aids and appliances are the basic tools for the disabled persons. The Committee, therefore, recommend that the Ministry should take up the matter in right earnest with Expenditure Finance Committee for clearance of the proposal at the earliest. Steps taken and progress achieved in this regard should be communicated to the Committee within three months time.

2.94 The Committee note that the scheme is being implemented through NGOs who are urban based and the handicapped persons living in rural areas find it difficult to approach them in the hour of need. The Committee

are, therefore, of the view that the Ministry should devise steps to encourage the NGOs who are rural based and within the approach of the disabled persons living in rural and remote areas. The Committee are also constrained to note that although some serious deficiencies have been noticed by the Ministry in regard to functioning of the NGOs no evaluation study has been made by them in this regard. The Committee, therefore, desire that the Ministry should devise ways to have a thorough monitoring over the functioning of the NGOs in coordination with the State Governments. For this, a separate Monitoring Cell in the Ministry should be set up at the earliest. Steps taken in this regard should be communicated to the Committee within three months time.

Major Head 3601

K. Assistance to Voluntary Organisation for Prohibition and Drug Abuse Prevention

2.95 The Ministry of Welfare is the nodal Ministry for the social welfare and educational aspects of drug abuse prevention. Accordingly, a multi-pronged strategy has been adopted towards awareness building and educating people for drug abuse prevention; treatment and rehabilitation of drug addicts; and training of functionaries both Governmental and non-Governmental. Under this Scheme, Voluntary organizations are given assistance upto 90% of the total approved expenditure of each project for awareness building and the setting of Counselling and Dedication Centres. The National Institute of Social Defence Organises training programmes in this field.

2.96 The outlay for 8th Five Year Plan for this scheme is Rs. 71.00 crores. The details of the fund released during the last four financial years are as under:—

(Rs. in crores)

Year	Budget Estimate	Revised Estimate	Expenditure
1992-93	6.92	6.92	8.06
1993-94	7.60	7.60	9.87
1994-95	14.00	14.00	13.50
1995-96	15.00	15.00	11.00
1996-97	14.50		

2.97 In reply a question the Ministry of Welfare has given the following reaosns for the under utilisation of fund during 1995-96.

(a) The feedback received by the Ministry in terms of the performance and functioning of some of the units sanctioned in the earlier year was not favourable. In view of this, it was decided that the prime task of the Ministry would be to rigorously monitor, evaluate and consolidate the existing network of Centres before sanctioning new Centre.

(b) The Ministry has been receiving feed back from various sources including the NGOs themselves as well as beneficiaries and their families that the present scheme does not focus adequately on the rehabilitation and social re-integration of the addicts. It is also felt that the existing schemes in its present from is highly structured with more emphasis on staff than on services.

In the light of this, it is necessary that the scheme needs to be modified. Accordingly, the Ministry has had some preliminary consultation with NGOs and is proposing to hold workshops with various agencies including NGOs forums to discuss how effectively the scheme can be modified. Therefore sanctioning of new Centres on existing pattern was not considered appropriate.

(c) Non-receipt of completee proposals from NGOs with Utilization Certificates, Audited Accounts. etc.

(d) Clarifications awaited from NGOs/State Government on to physical and financial indicates of performance.

(e) Non-Receipt of the State Government recommendations in time despite reminders, as a result of which the second instalment could not be released.

2.97 During the evidence, the Committee asked about the proposed modification to be carried out in the implementatin of the scheme, the Secretary, Ministry of Welfare stated :- -

> "One of the modifications that we are working out is that we are focussing greater attention on women and children areas among the drug addicts. We also find that sex worker who are HIV patients are not admitted in the various centres. They are the most vulnerable section. Therefore, we are trying to emphasis that the revised scheme must create facilities whereby such women and children are also admitted to these de-addictive/Rehabilitation centres. The emphasis in the eixsting scheme is on medical treatment of drug addicts. But more important than treatment is that the drug addicts should be rehabilitated

in the society. When we incorporate Rehabilitation Model in the Scheme, shall have to change the staffing pattern froms. Medical Staff to Social Workers/Counsellers etc."

2.99 When asked whether the number of drug addicts have increased, the Ministry of Welfare stated that no country-wise survey has been conducted so far. However, the number of addicts registered in centres have increased from 1627 in 1986-87 to 3.12 lakhs in 1994-95. As a result of Ministry's efforts, the number of centres have also increased from 7 in 1985-86 to 362 in 1995-96.

2.100 The Ministry are concerned to note that although the Central Government is assisting the Voluntary Organisation for prohibition and drug prevention yet the number of addicts registered in Welfare Centres have increased from 1627 in 1986-87 to 3.12 lakhs in the year 1994-95. The Ministry has informed the Committee that they are facing problems in rehabilitation of drug addicts in the society. Also some of the centres run by the Government are not admitting the sex workers who are HIV patients. The Committee view the situations very seriously. They, therefore, recommend that the Ministry should take immediate steps for rehabilitation of drug addicts in the society through the help of State Governments, Social Workers and Councellers. Greater attention should be paid to women and child drug addicts. As regards sex workers who are HIV patients, separate centres for their welfare should be opened in consultation with the State Governments. Also, the Committee urge upon the Government to go into the root cause of the problem in coordination with the State Governments and try to overome this social evil at the earliest.

2.101 The Committee are also of the view that the Ministry should take immediate steps for having an authentic data regarding drug addicts in the country to enable them to plan for their welfare in a systematic manner. Steps taken in this regard may be communicated to the Committee within six months' time.

NEW DELHI;
26 August, 1996
4 Bhadra, 1918 (Saka)

MADHUKAR SIRPOTDAR,
Chairman,
Standing Committee on Labour and Welfare.

APPENDIX

(*Vide* Para 1.7 of Chapter I)

SCHEMES/PROGRAMMES IMPLEMENTED BY THE MINISTRY OF WELFARE

I. Socio-Economic Development of Scheduled Castes

1. Special Central Assistance to the States Special Component Plans.
2. Post matric Scholarships.
3. Pre-matric Scholarships for the Children of those engaged in unclean occupations.
4. Schemes for Upgradation of Merit of SC/ST Students.
5. Coaching & Allied Schemes.
6. Book Banks.
7. Boys Hostels.
8. Girls Hostels.
9. Research & Training.
10. Implementation of PCR Act and Prevention of Atrocities Act.
11. Liberation and Rehabilitation of Scavengers.
12. National Scheduled Castes & Scheduled Tribes Finance and Development Corporation.
13. Grant-in-aid to Voluntary Organizations.
14. Special Education Development Programmes for Girls belonging to SCs.

II. Socio-Economic Development of Scheduled Tribes

1. Special Central Assistance for Tribal Sub-Plan.
2. Grants under, First Proviso to Articles 275(1) of the Constitution.
3. Investment in Tribal Cooperative Marketing Development Federation of India (TRIFED).
4. Price Support to TRIFED.
5. Grant-in-Aid to Voluntary Organizations working in the field of Tribal Development.
6. Boys' Hostels.
7. Girls' Hostels.

8. Ashram Schools in Tribal Sub-Plan Areas.
9. Research and Training.

a) Grants to Tribal Research Institutes and Award of Research Scholars' fellowhip.

b) Supporting projects of All India or Inter State Nature for Scheduled Tribes.

10. Educational Complex in low literacy pockets for development of Scheduled Tribe girls Literacy in Tribal Areas.
11. Vocational Training in Tribal Areas.
12. Grant in aid to State Tribal Development cooperative corporations for Minor Forest Produce operations.
13. Grant to Assam Government under clause (a) of the Second Proviso to Article 275 (1) of the Constitution (Non-Plan).

III. Welfare of the Handicapped

1. Assistance to Voluntary Organisations for Disabled persons.
2. Aids & Appliances for Physically Handicapped.
3. S&T Project in Mission Mode on Application of Technology for Rehabilitation of the Handicapped.
4. Employment of the Handicapped.
5. National Rehabilitation Programme for the Handicapped.
6. District Rehabilitation Centres.
7. Assistance to Voluntary Organization for Manpower development in the field of Cerebral Palsy and Mental Reterdation.
8. National Trust for Mentally retarded and Cerebral Palsy.
9. Establishments Development of Special Schools.
10. Assistance to Voluntary Organisation for Rehabilitation of Leprosy cured persons.
11. National Handicapped Finance & Development Corporation.

IV. Social Defence and Child Welfare

1. Scheme for Prohibition and Drug Abuse Prevention.
2. Grant-in-aid to Schools of Social Work.
3. Grant-in-aid to all India Organisation in the field of Social Welfare.
4. Grant-in-aid for Research Studies & Research Publications.
5. Information & Mass Education Cell.
6. Prevention and Control of Juvenile Social Maladjustment.

7. Assistance to Voluntary Organization of Providing Social Defence Services.
8. National Institute of Social Defene, New Delhi.
9. Grant-in-aid to Voluntary Organisation for Services for children in Need of Care and Protection in Assam.
10. Central Adoption Resource Agency.
11. Assistance to Voluntary Organisation for Progammes relating to the aged.
12. Scheme for Street Children.
13. Scheme for Beggary Prevention.
14. Assistance to Voluntary Organisation for Homes for Infants and Young Children for Promoting in-country Adoption.

V. Welfare of Backward Classes & Minorities (Including Wakf)

Besides, the Ministry of Welfare formulated the following Schemes/ Programmes for the Welfare of Backward Classes and Minorities.

1. 15-Point Programme for Minorities Welfare.
2. Pre-examination Coaching for weaker sections based on economic criteria.
3. Special officer for Linguistic Minorities.
4. National Commission for Minorities.
5. Maulana Azad Education Foundation.
6. Reservation for other Backward Classes in Government Jobs.
7. National Commission for Backward Classes.
8. National Backward Classes Finance and Development Corporation.
9. National Minorities Development and Finance Corporation.
10. Scheme for Development of Urban Wakf Properties.
11. Multi Sectoral Plans for Minorities Concentration Districts.

ANNEXURE—I

MINUTES OF THE FIFTH SITTING OF THE STANDING COMMITTEE ON LABOUR AND WELFARE HELD ON FRIDAY, 23 AUGUST, 1996.

The Committee sat from 15.00 Hrs. to 16.30 Hrs. in Room No. 62, Parliament House, New Delhi.

PRESENT

Shri Madhukar Sirpotdar — *Chairman*

MEMBERS

Lok Sabha

2. Shri Kameshwar Paswan
3. Smt. Kamla Rani
4. Shri Jai Singh Chauhan
5. Smt. Bhagwati Devi
6. Shri Ajoy Mukhopadhayay
7. Shri Rup Chand Murmu
8. Shri Ajoy Chakraborty
9. Shri Harbhajan Lakha
10. Shri Illiyas Azmi

Rajya Sabha

11. Shri Mohinder Singh Kalyan
12. Shri Sanatan Bisi
13. Shri Jagannath Singh
14. Shri Janaradan Yadav
15. Shri Jibon Roy

SECRETARIAT

1.	Shri J.P. Ratnesh	—	*Joint Secretary*
2.	Shri Babu Ram Kanathia	—	*Deputy Secretary*
3.	Shri R.S. Misra	—	*Under Secretary*

The Committee considered and adopted the draft Second Report on Demand for Grants relating to Ministry of Welfare for the year 1996-97 with the following modifications :—

a) Page No. 5 after para 1.17 add the following :—

"1.18 The Committee note with distress that although a number of schemes of the Ministry of Welfare are being run by Non-Government Organisations, yet the Ministry has no monitoring machinery to check their performances. The Committee view this situation very seriously. In their view the Ministry should have a thorough monitoring over the schemes being run by NGOs. For this, Ministry should invariably formualte Active Committees at District and State levels involving officials of the District Administration such as District Commissioner/District Collector/Labour Officers/Welfare Officers/Elected Representatives of the area and Voluntary Organisations etc. These Committees should meet periodically and monitor the programmes effectively. Steps taken in this regard should be communicated to the Committee within six months' time."

b) Page 32, add following in Para No. 2.94 :

"Steps taken and progress achieved in this regard should be communicated to the Committee within three months' time."

c) Page 34, after para 2.100 add the following :

"Also, the Committee urge the Government to go into the root cause of the problem in coordination with the State Governments and try to overcome this social evil at the earliest."

2. The Committee authorised the Chairman to finalise the Report in the light of above amendments and present the same to Parliament.

The Committee then adjourned.

ANNEXURE II

STATEMENT OF CONCLUSIONS/RECOMMENDATIONS

S. No.	Para No.	Conculsions/Recommendations
1	2	3
1.	1.15	The Committee are not at all satisfied with the performance of the Ministry in so far as their overall expenditure is concerned. The reasons put forth by the Ministry for non-utilisation of funds such as provision of matching share by the State Governments, implementation of various schemes through NGOs are not at all satisfying the Committee. In their view,the Ministry lacks coordination and monitoring. The Committee, therefore, strongly recommend that the funds allocated for various plan schemes should be utilised during the financial year. Also the Ministry should improve coordination with State Governments and the matter should be taken up at the highest level in so far as provision of matching share by State Governments for the schemes are concerned. As regards implementation of some of the schemes thrugh NGOs are concerned, the Ministry of Welfare should devise a thorough monitoring mechanism in coordination with the State Governments. Steps taken in this regard should be communicated to the Committee within six month's time.
2.	1.16	The Committee are constrained to note that the Planning Commission has not given due weightage to the request of the Ministry in so far as plan allocations for the year 1996-97 are concerned. In fact the current year's budget has been kept less than that of the last year and as such the Ministry will not be in a position to meet their committed liability in several schemes. The Committee view this situation very seriously. They, therefore, desire that the Ministry should take up the issue with Planning

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		Commission at the highest level for allocation of more funds so that the running schemes should not suffer.
3.	1.17	The Committee are concerned to note that one of the constraints being faced by the Ministry of Welfare in the effective implementation of the various schemes is the shortage of staff. The Ministry has accepted that after the year 1993 there has been no change in the staff strength whereas the work load of the Ministry has increased many fold. The Committee are not at all happy with the situation. In their view, the Ministry should approach the Staff Inspection Unit of the Ministry of Finance for creation of additional posts in the Ministry without further loss of time. The Committee may be apprised of the steps in this regards within six month's time.
4.	1.18	The Committee note with distress that although a number of schemes of the Ministry of Welfare are being run by Non-Government Organisations, yet the Ministry has no monitoring machinery to check their performances. The Committee view this situations very seriously. In their view the Ministry should have thorough monitoring over the schemes being run by NGOs for Ministry should invariably formulate Active Committees at district and State levels involving officials of the District Administration such as District Commissioner/District Collector/Labour Officers/Welfare Officers/Elected Representatives of the area and Voluntary Organisations etc. These Committees should meet periodically and monitor the programmes effectively. Steps taken in this regard should be communicated to the Committee within six months' time."
5.	2.11	The Committee regret to note that despite clear guidelines issued by Government of India regarding allocation of funds by State Governments/UT administrations in proportion to the SC population in their States for Special Component Plan, most of the States have not allocated funds for Special Component Plan so far. The

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		Committee is not happy with the situation. In their view, the Ministry should take up the issue with the State Governments at the highest level for allocation of funds to SCP without further loss of time.
6.	2.12	The Committee further note that despite clear instructions issued by the Ministry to the States for opening separate budget heads only, 17 States/UTs has so far adhered to the instructions even after a gap of 14 years. This clearly indicates lack of coordination by the Ministry with the States. The Committee, therefore, recommend that the matter should be taken up by the Ministry with the remaining States for opening separate budget heads for Special Component Plan without further loss of time. Progress achieved in this regard may be communicated to the Committee within six month's time.
7.	2.13	The Committee note that the Ministry of Welfare has introudced a system of awarding incentives and disincentives wherein the funds of defaulting States are reduced to the extent of unspent balance and the amount is distibuted among the other States who achieve the full utilisation of funds. The Committee are not happy with the situation. In their view, instead of awarding disincentives to the defaulting States, the Ministry should monitor the programme thoroughly and stress upon the State Governments to utilise the amount allocated under Special Component Plan fully.
8.	2.14	The Committee are concerned to note that Rs. 70.50 crores of the SCP released to Bihar State during the period 1989-90 to 1993-94 was not utilised by the State for the purpose. The fact was detected during the year 1994-95 when the State Government approached the Government of India for revalidation of amount released to it during the year 1993-94. In view of the Committee, the irregularity took place due to non-submission of utilisation certificate by the State Government in time. This clearly indicates a lapse on the part of Ministry of

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		Welfare. The Committee, therefore, strongly recommend that the matter be thoroughly investigated and responsibility should be fixed on the officers responsible for such type of irregularities. The Committee also recommend that a separate Inspection Cell should be created in the Ministry of Welfare for having a thorough monitoring over the scheme and for detecting such type of irregularities in time. For this, the Ministry should approach the Staff Inspection Unit of Ministry of Finance for creation of additional posts. Steps taken in this regard may be communicated to the Committee.
9.	2.15	The Committee are disturbed to note that despite the matter been taken at the Prime Minister's level only 9 out of 30 Ministries have been contributing to the Special Component Plan so far. The Ministry of Welfare has assured the Committee during evidence that Welfare Minister will soon be discussing the issue with Deputy Chairman, Planning Commission. The Committee, therefore, desire that the matter should be pursued vigorously and progress achieved in this regard may be communicated to them.
10.	2.22	The Committee regret to note that the selection of SC/ST Candidaates for award of Scholarship for advance studies abroad for the year 1994-95 and 1995-96 has yet to be finalised. The Ministry has stated that it will take another three months in the process of selection of candidates and that too after getting the approval of the Committee on Non-Plan Expenditure. The reason put forth by the Ministry that is non-availability of Chairman of the Selection Committee is not satisfying to the Committee. This clearly indicates that the Government is not really serious to encourage the SC/ST students for higher studies abroad. The Committee therefore, recommend that Ministry should take immediate steps the matter and submit the proposal to the Committee on non-plan expenditure for its early clearance. Progress

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		achieve in this regard may be communicated to the Committee within six months time.
11.	2.27	The Committee note that the Ministry of Welfare has not utilised the funds earmarked for the year 1995-96 for the Book Banks Scheme fully. The reasons given by the Ministry for less utilisation of funds due to non receipt of proposal from some of the State Governments/UTs and non provision of matching share by some of the States is not satisfying to the Committee. In the view the Ministry lacks coordination with State Governments and their monitoring over the shceme has been poor. The Committee therefore, recommend that the Ministry should take up the issue with the State Governments and ensure that the amount allocation in the budget estimates for the year 1996-97 is utilised full. The Committee are also of the opinion that the scope of book banks scheme should be enlarged by covering LL.M/LL.B, C.A., M.B.A. courses at the earliest so that more number of students are benefitted under the scheme.
12.	2.33	The Committee note with concern that although the scheme relating to Special Educational Development Programme belonging to Scheduled Castes of very low literacy level was included in the begining of Eighth Five Year Plan yet the Scheme has been approved by the Planning Commission in the fag end of the plan period that is in the year 1996-97. The Committee take a serious note of it. In their view the issue of education among the SC girls is a serious problem and the Ministry should make every effort to have a desired result. They therefore, reccommend that the Ministry of Welfare should take up the issue with the Planning Commission and ensure that the scheme is implemented effectively in the Ninth Five Year Plan period.
13.	2.34	The Committee are concerned to note that out of 48 districts of 4 States where SC family literacy level is below 2%, proposals from 2 State Governments have

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		only been received by the Ministry. The Committee are of the view that Ministry should take up the issue with the concerned States for early submission of their proposals.
14.	2.35	Regarding construction of 21 residential schools the Ministry should ensure that the construction work is taken up in the right earnest.
15.	2.44	The Committee note although the Ministry of Welfare are financing NGOs for running the welfare schemes for Safai Karamcharis, yet they do not have a single officer in the Ministry to insepect their work. The Committee view the situation very seriously. They, therefore, recommend that Ministry of Welfare should take immediate steps for setting up of an Inspection Monitoring Cell with adequate staff to check and monitor the programmes being carried out by NGOs without further loss of time.
16.	2.45	The Committee are concerned to note that the Ministry of Welfare is not having the figures of scavengers living below the poverty line as on date. The Ministry has stated that National Sample Survey Organisation has carried out a survey but the report has not been released so far. In view of the Committee unless the Ministry has an authentic data of scavengers living below the poverty line, they will not be in a position to plan for their welfare. The Committee, therefore, recommend that the Ministry should take up the issue with NSSO for release of survey report at the earliest.
17.	2.46	The Committee further note that representations received from various organisations relating to welfare of Safai Karamcharis have been simply forwarded to State Governments for their redressal. No follow up action has been taken up by the Ministry in this regard. The Committee are not happy with the situation. They, therefore, recommend that the Ministry should take up the

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		issue with State Governments for immediate redressal of the grievances mentioned by organisations working for the welfare of Safai Karamcharis. Progress achieved in this regard may be communicated to the Committee within six month's time.
18.	2.47	The Committe note with distress that Safai Karamcharis Ayog has not been properly provided with required operational facilities. They, therefore, recommended that Government should take steps to remove the bottlenecks in the functioning of National Commission for Safai Karamcharis immediately.
19.	2.48	The Committee also note that the National Scheme of Liberation and Rehabilitation of scavengers is facing hardships in so far as banks are concerned. As the banks are not coming forward adequately to extend loan facility. The Committee, therefore, recommend that the Ministry should take effective action to ensure that the. Banks provide adequate credit support for implementation of the scheme. Step taken in this regard should be communicated to the Committee immediately.
20.	2.54	The Committee regret to note that the Ministry of Welfare does not have an authentic data regarding number of eligible candidates for award of Pre-Matric Scholarships as on date. In view of the Committee unless the Ministry has an authentic data of eligible candidates they will not be in a position to implement the scheme properly. The reason given by the Ministry that the State Government are not taking interest in furnishing the number of eligible candidates as they have to share 50% of the expenditure for the implementation of the scheme, is very much disturbing to the Committee. The Committee, therefore, strongly recommend that the matter should be taken up with the State Government at the highest level and steps should be devised to have an authentic data of eligible candidates for award of scholarships at the earliest. Also the Committee are of the view that the

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		Ministry should take up with the Planning Commission for allocation of funds under the scheme keeping in view the increasing number of eligible candidates.
21.	2.64	The Committee are disturbed to note that inspite of their recommendation made in the Report on Demands for Grants for the year 1995-96, for having an authentic data of Scheduled Tribes living below the poverty line, the Ministry of Welfare did not take steps in this regard. This clearly shows that the Ministry has taken the recommendations of the Committee very lightly. The Ministry instead of utilising the machinery available with them for the purpose i.e. at the District and block levels, they have passed on their burden to NSSO which is a time consuming machinery, as they are already burdened with other surveys and data compilations. While reiterating their earlier recommendation, the Committee urge upon the Ministry that surveys in regard to Scheduled Tribes living below the poverty line should immediately be taken up by utilising the State level, district level and block level machinery available with them. Steps taken and progress achieved in this regard may be communicated to Committee within six month's time
22.	2.65	The Committee, further note that one fourth of the total Central Budget of the Ministry of Welfare is utilised for the Special Central assistance to Scheduled Tribes under Tribal Sub-Plan without fixing any target for the Scheduled Tribes to cross the poverty line. In their view, the Ministry of Welfare is simply doing the job of post office by passing the funds to State Governments and UTs. The Committee strongly recommend that before finalising budget proposal, the Ministry should fix targets of Scheduled Tribes to the benefitted in the financial year. Steps taken in this regard may be communicated to the Committee.

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23.	2.66	The Committee further note that the Ministry of Welfare has introduced a system of awarding incentives and disincentives in the presumption that the State Governments would become more vigilant in the utilisation of funds earmarked under the scheme. In view of the Committee, if the Ministry of Welfare monitors and scheme properly then there is no need for introduction of such system. The Committee, therefore, recommend that the Ministry should set up a monitoring mechanism in coordination with the State Governments to ensure that the funds released under the Tribal Sub-Plan do not remain unutilised.
24.	2.76	The Committee are concerned to note that only 23 out of 37 major Cities/ State Capitals have been brought under the scheme of welfare of street children since its inception in the year 1993-94. Also, no survey has been conducted to ascertain the street children available in the country. The Committee therefore, recommend that the Ministry should take steps to conduct a survey either through an independent agency or by the machinery available with them at State and District levels. The matter should be taken up with the State Governments for coverage of remaining States under the scheme at the earliest.
25.	2.77	The Committee further note that although the work relating to implementation of the scheme has been entrusted to city level Task Force consisting of Secretary, Social Welfare (in Chair). Police Commissioner and representatives of NGO's, yet the Task Force do not meet regularly thereby creating hindrance in the proper implementation of the scheme. The Committee, therefore strongly recommend that the Ministry should take the issue with the State. Governments for effective implementation of the scheme and ensure that the Task Force meet regularly. Steps taken in this regard may be communicated to the Committee within six month's time.

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26.	2.86	The Committee are concerned to note that although begging is considered to be a social problem in India, yet sincere efforts to eliminate this evil has not been taken up by a number of States. It is evident from the fact that out of Rs. 6 crores allocated to the scheme only Rs. 1.55 crores has been utilised during the last four years. Also, some of the States have not yet enacted that Anti-Beggary Law. The Committee are not at all happy with the situation. They, therefore, desire that Ministry of Welfare should make sincere efforts In coordination with the State Governments to implement the Anti-Beggary Law. The Committee are also of the view that Law is not enough to eradicate the evil of beggary and as such role of Non-Governmental Organisations should be encouraged. The Committee are, therefore, desire that the Ministry should devise suitable steps to recognise the NGOs who are interested to work in this field at the State level.
27.	2.93	The Committee note that due to rise in the income ceiling of disabled persons the scheme relating to Aids & Appliances for the Handicapped is under the process of revision. The Ministry has informed the Committee that the income limit has been suggested to be raised to Rs. 2,5000/- p.m. for free supply of aids & appliances and betweet Rs. 2,500/- to Rs. 5,000/- p.m. for supply at 50% of the cost of aids/appliances. The Committee further note that the revised scheme has since been circulated and the Ministry will be requesting the Expenditure Finance Committee to fix a date for the meeting very soon. In view of the Committee aids and appliances are the basic tools for the disabled persons/ The Committee, therefore, recommend that the Ministry should take up the matter in light earnest with Expenditure Finance Committee for clearance of the proposal at the earliest. Steps taken and progress achieved in this regard should be Communicated to the Committee within three months time.

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28.	2.94	The Committee note that the scheme is being implemented through NGOs who are urban based and the handicapped persons living in rural areas find it difficult to approach them in the hour of need. The Committee are, therefore, of the view that the Ministry should devise steps to encourage the NGOs who are rural based and within the approach of the disabled persons living in rural and remote areas. The Committee are also constrained to note that although some serious deficiencies have been noticed by the Ministry in regard to functioning of the NGOs no evaluation study has been made by them in this regard. The Committee, therefore, desire that the Ministry should devise ways to have a thorough monitoring over the functioning of the NGOs in coordination with the State Governments. For this, a separate Monitoring Cell in the Ministry should be set up at the earliest. Steps taken in this regard should be communcicated to the Committee within three months time.
29.	2.100	The Ministry are concerned to note that although the Central Government is assisting the Voluntary Organisation for prohibitation and drug preventation yet the number of addicts registered in Welfare Centres have increased from 1627 in 1986-87 to 3.12 lakh in the year 1994-95 The Ministry has informed the Committee that they are facing problems in rehabilitation of drug addicts in the society. Also some of the centres run by the Government are not admitting the sex workers who are HIV patients. The Commitee view the situations very seriously. They, therefore, recommend that the Ministry should take immediate steps for rehabilitation of drug addicts in the society through the help of State Governments, Social Workers and councellers. Greater attention should be paid to Women and child drug addicts. As regards sex workers who are HIV patients, separate Centres for their Welfare should be opened in consultation with the State Governments. Also, the Committee

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		urge upon the Government to go into the root cause of the problem in coordination with the State Governments and try to overcome this social evil at the earliest.
30.	2.101	The Committee are also of the view that the Ministry should take immediate steps for having an authentic data regarding drug addicts in the country to enable them to plan for their welfare in a systematic manner. Steps taken in this regard may be communicated to the Committee within six month's.